



# Wisconsin Disaster Fund Administrative Plan

WISCONSIN EMERGENCY MANAGEMENT  
DEPARTMENT OF MILITARY AFFAIRS

State of Wisconsin  
Department of Military Affairs  
2400 Wright Street  
P.O. Box 7865  
Madison, WI 53707-7865

Wisconsin Disaster Fund Coordinator  
[widisasterfund@wi.gov](mailto:widisasterfund@wi.gov)  
**Office:** 608-242-3259  
**Fax:** 608-242-6525

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## Introduction

The Wisconsin Disaster Fund (WDF) was created by [2005 Wisconsin Act 269](#) and was enacted April 5, 2006 and is codified under § 323.30 of the Wisconsin Statutes. Wisconsin Emergency Management (WEM) was designated as the agency responsible for administering the fund and subsequently developed a Wisconsin Administrative Rule, [WEM 7](#), for this purpose.

WDF is a state-funded program designed to reimburse local governmental units, federally-recognized tribes and bands, and retail electric cooperatives – hereafter referred to as “the Applicant” – for costs imposed by a disaster event when Federal Emergency Management Agency (FEMA) Public Assistance funding is not available. The State reimburses 70% of eligible costs while the Applicant is responsible for the remaining 30%. The fund reimburses three categories of work: debris clearance, protective measures (such as sandbagging against floodwater), and repairs made to roads and bridges that were damaged by a disaster. For more information on how to separate the categories of work, refer to this link:

[https://dma.wi.gov/DMA/divisions/wem/recovery/docs/Public\\_Assistance\\_Categories\\_of\\_Work\\_Fact\\_Sheet.pdf](https://dma.wi.gov/DMA/divisions/wem/recovery/docs/Public_Assistance_Categories_of_Work_Fact_Sheet.pdf).

WDF is modeled after FEMA’s Public Assistance Program and is also guided by the [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#). However, it is more limited in scope. Therefore, the fund does not cover losses suffered by individuals, businesses, or the agricultural sector. The Public Assistance Program and Policy Guide (PAPPG) is also referenced during the review of the application documentation<sup>1</sup>.

This handbook was prepared by WEM and contains the required administrative procedures, references, and guidance that will assist in the application process for WDF reimbursement. It is important to remember that WDF is a reimbursement program based on eligible, documented costs that were caused by a disaster event. Accurate records are essential in documenting the costs of disaster recovery and are necessary to support a WDF claim. No funds will be disbursed until required documentation is provided to WEM-WDF.

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<sup>1</sup> The current version of the PAPPG can be found by visiting: <https://www.fema.gov/assistance/public/policy-guidance-fact-sheets>.

## Eligibility Criteria

The Applicant must meet all of the following criteria to be eligible to receive the WDF:

1. “Applicant” is defined as a local governmental unit<sup>2</sup>, which includes counties, cities, villages, and towns, local retail electrical cooperatives<sup>3</sup> and federally recognized tribal governments.
2. The local governmental unit suffered a disaster event<sup>4</sup> and applies for disaster assistance funding.
3. A disaster or emergency declaration was issued by the local governmental unit, tribe, or the state during the incident period of the disaster.
4. The local governmental unit incurred disaster costs that are equal to or exceed \$3.89<sup>5</sup> per capita<sup>6</sup>. For example, a town of 2,000 residents would have to incur \$7,780.00 or more in damages (2,000 x 3.89).
5. Federal disaster assistance is not available to the Applicant because either:
  - a. The state did not meet eligibility thresholds for federal assistance<sup>7</sup>, or
  - b. The state did achieve eligibility, but the local governmental unit does not reside within a federally declared county<sup>8</sup>.

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<sup>2</sup> A local governmental unit is defined under WI Chapter 19.42(7u) as: “a political subdivision of this state, a special purposed district in this state, an instrumentality or corporation of such a political subdivision or special purposed district, a combination or subunit of any of the foregoing or an instrumentality of the state and any of the foregoing.”

<sup>3</sup> Eligible Retail Electrical Cooperatives must be not-for-profit operations and meet the per capita of \$3.89 in terms of population served. Other Private-Non-Profit organizations are not eligible.

<sup>4</sup> As WDF is modeled after the FEMA Public Assistance program, the Public Assistance Program and Policy Guide (PAPPG) describes a disaster event as being “an incident is any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or regardless of cause, any fire, flood or explosion.”

<sup>5</sup> The per capita rate which is determined by FEMA is updated every October 1<sup>st</sup> for the following year.

<sup>6</sup> The 2010 US Census population is used to determine a local governmental unit’s population. The 2010 Census data will be used until the release of the 2020 data.

<sup>7</sup> The state is deemed eligible for FEMA assistance if there is \$1.55 in documented damages per capita on a statewide basis.

<sup>8</sup> If the state receives FEMA assistance, specific counties will be deemed eligible for federal assistance by demonstrating \$3.89 in damages per capita on a countywide basis; these federally declared counties serve as FEMA assistance boundaries. A local governmental unit is not eligible for WDF funds if it resides within a federally declared county.

## Application Process

The application process involves two county documents: The Uniform Disaster Situation Report (UDSR)<sup>9</sup> and the [County Notification to WEM of Eligible Applicants for Wisconsin Disaster Fund](#), also known as the County Notification Form. Subsequently, Applicants submit the [Local Applicant Request for State Public Assistance](#) and the [Local Documentation ToolKit](#), which is a WEM-developed excel document. Upon receiving a completed application package from an Applicant, the WDF Coordinator will evaluate the submitted materials to ensure claims are eligible for reimbursement and properly documented. When the application is deemed complete from within WEM, the WDF Coordinator will send approval documents to the Applicant and request reimbursement for the Applicant in the form of a check.

Time After Event Starts	Task Item(s)
<b>Within 72 Hours</b>	County EM submits UDSR through WebEOC
<b>Within 30 days from the end of the incident period</b>	County EM submits County Notification form and local/county disaster declarations for all impacted jurisdictions that meet or exceed the damage threshold of \$3.89.
<b>Within 60 days from the end of the incident period</b>	Eligible jurisdictions submit <ul style="list-style-type: none"><li>the Local Applicant Request form.</li><li>Damage Descriptions</li></ul>
<b>Within 90 days from the end of the incident period</b>  <i>(all work should be completed by this time)</i>	Eligible Jurisdictions submit: <ul style="list-style-type: none"><li>ToolKit (only one per applicant)</li><li>All supporting documentation for items claimed on the Toolkit</li><li>OR Extension Request</li></ul>

### County and Tribal Responsibility

Within 72 hours of the event, the County or Tribal Emergency Management (EM) Director submits a UDSR. Only one UDSR should be submitted for the entire county and tribe for a specific event. Therefore, individual UDSRs will not be submitted for each Applicant. The UDSR is submitted through WebEOC on the UDSR board. Updates to the UDSR should be made to the original UDSR as necessary to reflect situational changes.

Within 30 days of the end incident period, the County or Tribal EM submits a County Notification Form, which lists potential Applicants (jurisdictions that plan on completing a WDF application), their damage estimates<sup>10</sup>, and their population<sup>11</sup> totals to determine whether each Applicant meets the eligibility

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<sup>9</sup> The UDSR form is required to be submitted through WebEOC. Paper UDSR submittals sent via email, mail or fax are no longer accepted as of May 1, 2019.

<sup>10</sup> These estimates should not include any mitigation efforts or permits and should only include damages that were incurred during the incident period.

<sup>11</sup> Electric retail cooperatives can use their entire service area connections/customers/accounts, but they need to determine the population at the end of each of the connections, i.e. the number of people served at each connection, according to the 2010 US Census numbers, until the release of the 2020 Census data. The cooperative

threshold of \$3.89 in damages per capita. Only one County Notification form needs to be submitted for the entire county or tribe. Therefore, individual County Notification forms will not be submitted for each Applicant. Upon receipt of the County Notification form, the WDF Coordinator will verify the eligible applicants and send a 60-Day Notification Memo to the County or Tribal EM to distribute to the eligible applicants.

The disaster declaration from either the local government and/or the county for the incident period is required to be submitted with the County Notification. WEM 7.03(1)(b) states that in order to be eligible for disaster assistance, an applicant must have issued a disaster or emergency declaration within the incident period. The declaration should be signed by the appropriate official(s) for the declaring jurisdiction.

The County or Tribal EM Director should direct Applicants to the WEM-WDF webpage where Applicants can obtain application materials and view a [“how to” video](#) on application completion to ensure accuracy of the application on the first submission. Applicants should establish contact with the WDF Coordinator early to facilitate the application process.

If submitted application materials are not developed and organized according to the “how to” video, the application materials will be returned to the Applicant, and they will be encouraged to consult with the WDF Coordinator before resubmitting the application package.

**Note:** If there has been damage to roads, contact should be made as soon as possible with the Wisconsin Department of Transportation (WI-DOT)’s Disaster Damage Aids (DDA) program personnel<sup>12</sup> (<https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>). The County Highway Commissioner often acts as a liaison between the local Applicant and the DDA program. County and Tribal EMs should inform Applicants of both the WDF and DDA programs and encourage them to pursue the best available option.

### Applicant Responsibility

Within 60 days from the end of the incident period, the local jurisdiction must submit the [Applicant Request for State Assistance](#) form and the Damage Description for all Category A, B and C work. This allows the Applicant to communicate damage cost and extent of the damage being claimed within each category of work to the WDF Office. The form requires the signature of the local government’s Chief Elected Official and certifies the jurisdiction’s status as an active Applicant.

The Damage Description can be submitted two ways, either using the Survey123<sup>13</sup> application or the FEMA Project Worksheet form<sup>14</sup>. Survey123 can be used to submit the damage information right at the

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must submit documentation on how they determined the population. The only caveat would be if the service area is within multiple counties and a portion of the service area fell within a federally declared county for the same event, then the damages and population would have to be separated by county.

<sup>12</sup> DDA has a better cost-sharing rate compared to WDF. Also, DDA allows for mitigation and/or improvements whereas WDF only allows roads to be restored to pre-disaster condition.

<sup>13</sup> ArcGIS Survey123 app can be downloaded from the App store on your phone or other portable device.

<sup>14</sup> Project Worksheet – FEMA Form 009-0-91 (version June 10, 2020)

[https://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-project-worksheet\\_form009-0-91\\_06-2020.pdf](https://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-project-worksheet_form009-0-91_06-2020.pdf)

damage location using your phone or other portable device. Refer to [Appendix F](#) for the SURVEY123 How-To Quick Start Guide. If preferred, the damage descriptions can be completed via paper using the FEMA Project Worksheet forms and submitted with the Local Applicant Request form. Separate sheets or Survey123 entries should be completed for each damaged location for Category A and C work. Category B work should be completed within 60 days from the end of the event and an overview of the Category B costs can be provided rather than individual locations.

If an Applicant fails to meet the 60-day deadline, the Applicant will not be eligible for WDF funds regarding that specific disaster event and will be removed from all WDF tracking documents<sup>15</sup>.

Within 90 days of the end of the event, all recovery work should be completed, and the final applicant documentation should be submitted to the WEM-WDF program for review. Applicant materials must include:

- Local Documentation ToolKit to identify the costs being claimed, submitted as an electronic version.
- All supporting documentation listed on the ToolKit including:
  - Labor Claims: Timesheets or Timecards **AND** documentation showing payrates and fringe benefits. I.e. pay policy approved prior to the start of the event, paystubs, etc.
  - Equipment Usage Claims: Official equipment log/dispatch records **OR** timesheets that validate a specific employee (operator) used the equipment for the hours claimed.
  - Material Claims: Itemized invoices
  - Contractor Work<sup>16</sup> Claims: Itemized invoices
  - Volunteer Labor Claims: Sign-in sheets that provide the date, volunteer's name, hours volunteered, location of work, and description of work performed.
  - Volunteer Equipment Usage Claims: Official equipment log/dispatch records **OR** timesheets that demonstrate usage **OR** volunteer sign-in sheets if volunteer labor who operated the equipment.

**NOTE:** Proof of payment is no longer required to be submitted as part of the supporting documentation. The Applicant should be able to provide the proof of payment if the application is part of an audit in the future.

Applicants can submit documents to WEM-WDF through the County or Tribal EM or directly to the WDF Coordinator. At all times, the County or Tribal EM should be aware of the status of the Applicants within their county or tribe. This is typically accomplished by including the relevant County or Tribal EM in all email correspondence with the Applicant.

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<sup>15</sup> It is often the case that potential Applicants listed on the County Notification never come to fruition. The 60-day deadline is an accountability procedure to ensure WDF tracking documents accurately reflect demand on the fund.

<sup>16</sup> Make sure that proper procurement processes are followed. Refer to the Public Assistance Procurement Cheat sheet, [https://dma.wi.gov/DMA/divisions/wem/recovery/docs/PA\\_Procurement\\_Cheat\\_Sheet.pdf](https://dma.wi.gov/DMA/divisions/wem/recovery/docs/PA_Procurement_Cheat_Sheet.pdf).

## Vetting, Approval and Payment Phases

The WDF Coordinator will respond within 30 days of receiving the Applicant-completed materials to either request more documentation from the Applicant or determine that the application is complete.

An Applicant has 30 days to fully respond to any request from the WDF Coordinator or their application may be denied. If no response is received, the Applicant will not be eligible for WDF funds regarding that specific disaster event and will be removed from all WDF tracking documents.

The WDF Coordinator has 30 days upon the receipt of the completed application to approve or deny it. Once it has been deemed complete, the WDF Coordinator will email the following documents to the Applicant. The following documents included in that email require the Chief Elected Official's signature:

- DMA Form 1017 – Wisconsin Disaster Fund Public Assistance Form
- DMA Form 1017A – Assurance of Construction
- DMA Form P4 – Project Completion Form

The signed documents must be returned, either electronically or by mail, to the WDF Office within 30 days of the Applicant receiving them or funding may be withdrawn.

Upon receipt of the signed documents, the WDF Coordinator requests reimbursement via ACH or physical check which is sent to the County or Tribal EM Director for the County or Tribal EM director to distribute to the Applicant<sup>17</sup>.

The Applicant must keep all documentation in accordance with [WEM 7.06\(3\)](#).

## Time Extensions

Within 90 days from the end of the incident period, all recovery work should be completed, paid for, and the application materials should have been submitted to the WEM-WDF program for review. If unforeseen or extenuating circumstances<sup>18</sup> prevent the Applicant from meeting the 90-day deadline, the Applicant must submit an [extension request form](#) and explain why recovery work will not be completed within 90 days of the disaster. The extension request form must be submitted before the end of the 90-day application materials deadline.

The WDF Coordinator will review the request and the proposed completion date of the pending work. If the request is approved, time extensions will be granted based on the circumstance, when such circumstances are expected to subside, and the amount of recovery work still pending. More than one extension may be submitted and granted depending on the situation.

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<sup>17</sup> The check is sent to the County or Tribal EM office because the address of the County or Tribal EM office is known and verified. However, if a County or Tribal EM would prefer a check sent directly to the Applicant, the County or Tribal EM shall validate the Applicant's mailing address during the approval documents phase, inform the WDF Coordinator of the validated address, and email a request to the WDF Office that the check be sent directly to the Applicant.

<sup>18</sup> Extensions are typically provided when a disaster imposes so much damage on a region that materials and/or contractors are unavailable in the near future. Additionally, projects may be granted an extension for seasonal changes.



Extensions will only be granted for one year past the end of the incident period in most cases. Depending on the situation, an extension could be granted for a longer time period but may have conditions that have to be met with a separate deadline.

Depending on the reason the Applicant is seeking an extension for, the WDF Coordinator will require a damage description of the outstanding work to be completed before the extension request is approved. This is used to document the extent of the work to be completed. Below is an example of what should be captured for each area that has work to be completed. The extension request should specifically outline what is outstanding and what work has already been completed in the damage description. For any work that has been completed, it is recommended to submit documentation of the finished work.

Example Damage Description for Category C Roads and Bridge work.

- Site 1: Longview Drive (GPS Start: 43.005327, -89.242103 End: 43.003325, -89.243214)
  - Surface: 26 CY of asphalt, 140 FT long x 20 FT wide x 3 In deep, was washed out due to over the road flooding and culvert washed out. 0% complete
  - Base: 52 CY of aggregate, 140 FT long x 20 FT wide x 3 IN deep was washed out due to over the road flooding and culvert washed out. 0% complete
  - Culvert: 18" x 30 FT long washed out and damaged due to over the road flooding. 0% complete
- Site 2: Spring Road (GPS 42.952617, -89.180997)
  - Surface: 38 Cy of Asphalt, 250 FT long x 16 FT wide x 3 IN deep, was washed away due to heavy flowing flood waters/overtopped bank from nearby creek. 100% complete.

## Appeal Process

An Applicant may appeal a denial of funds decision made by the WDF program under the procedures in [WEM 7.09](#). An Applicant must submit the written appeal to the Division of Emergency Management Administrator within 30 days after receipt of the determination memo stating that the Applicant will not receive the WDF reimbursement. This appeal must be in writing and should include the rationale for overturning the original determination. If applicable, the appeal should also include any outstanding documentation that was described in the original determination. During the review of the appeal request, one Request for Further Information (RFI) may be requested. The Applicant has 30 days from the receipt of the RFI request to submit the requested documentation or clarification. After the 30-day time frame has passed, the appeal determination will be made based on the received documentation.

Following the initial appeal, an applicant may also submit a written request for a problem resolution process. The Adjutant General (TAG) of the Department of Military Affairs reviews the materials that were previously submitted by the applicant and either issues a decision based on those materials or meets with the parties to discuss a resolution of the problem. The applicant has 30 days upon receipt of the initial appeal determination to submit this second written request. TAG will review the materials and make a decision. Upon exhaustion of a departmental appeal, the applicant may also request an administrative hearing under 227, Stats (WEM 7.09 (4)).

## Eligible and Ineligible Costs

To be eligible for WDF, costs must be the direct result of the declared disaster event, have occurred during the designated incident period, and be the legal responsibility of an eligible Applicant at the time of the disaster. Eligible costs also must fall within the three following categories of work: Debris Removal (Category A), Emergency Protective Measures (Category B), and Road and Bridge Repair (Category C). Category A and B work is considered Emergency Work<sup>19</sup> while Category C work is considered Permanent Work<sup>20</sup>. For more information on how to separate the categories of work see below or refer to the following link;

[https://dma.wi.gov/DMA/divisions/wem/recovery/docs/Public\\_Assistance\\_Categories\\_of\\_Work\\_Fact\\_Sheet.pdf](https://dma.wi.gov/DMA/divisions/wem/recovery/docs/Public_Assistance_Categories_of_Work_Fact_Sheet.pdf).

### Eligible Costs

- **Category A – Debris Clearance** to include woody debris, stump grinding, dirt to fill stump holes, building wreckage, work to clear public roads, and debris placed on roadside for pickup.
- **Category B – Emergency Protective Measures** to eliminate or reduce immediate threats to life, public health or safety, or a hazard that threatens significant damage to improved public or private property. Most often these measures include sandbagging for water control or road closure services.
- **Category C – Roads and Bridges** to include surfaces, bases, shoulders, ditches, drainage structures, culverts<sup>21</sup>, piers, girders, abutments, slope protection and approaches<sup>22</sup>.
  - Roads are eligible for repair if they do not receive federal funds for maintenance. Roads that do not receive federal funds for maintenance are typically rural major roads, rural minor roads, and rural local roads. See the Wisconsin DOT webpage on Functional Classification to determine road classification by county (<https://wisconsindot.gov/Pages/projects/data-plan/plan-res/function.aspx>).
  - Access roads, service roads, driveways, and private roads, including homeowners' association roads, are not eligible for this program. Roads owned by a tribal government may be eligible for the WDF even if the roads are not open to the general public.
  - Mitigation and/or improvement work on roads and bridges is not eligible for reimbursement under WDF. Roads must be restored to pre-disaster condition only.

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<sup>19</sup> Emergency work is considered work that must be done immediately to save lives, protect public health and safety, protect improved property, or eliminate or lessen an immediate threat of additional damage, as defined within the PAPPG on page 99-100. Also refer to page 101-107 of the PAPPG for debris removal specific descriptions.

<sup>20</sup> The only permanent work costs eligible under WDF are Roads and Bridge work. Therefore, other buildings and infrastructure, such as public libraries or public utility infrastructure, are ineligible for permanent work cost reimbursement through the WDF. (see "Ineligible Costs" for more clarification.)

<sup>21</sup> Eligible culverts must be part of an eligible rural road, functional prior to the event, and if damaged during the event, replaced in-kind. An Applicant may be required to provide maintenance records to document prior conditions of the culvert.

<sup>22</sup> Road damage that resulted from debris removal or other emergency work, i.e. heavy machinery operating on roadways to clear debris, may be reimbursable if the damage was based on the necessity to use the road for debris removal or other emergency work.

## Ineligible Costs

- Damage to water control facilities including dams, reservoirs, levees, drainage channels, shore protective devices, irrigation facilities, structures outside the eligible road right-of-way and pumping facilities
- Damage to buildings and equipment
- Damage to utilities including power generation facilities, sewage collection systems and water treatment plants which would fall under permanent work categories D through G.
- Lodging and travel expenses
- Fuel or gas for Applicant owned, volunteer owned, or rental equipment
- Purchase of new equipment, repair or maintenance of equipment or vehicles
- Purchase of supplies not exhausted during the response phase of the disaster, some examples include but are not limited to gas tanks, small tools, clipboards, coolers, signage, etc.
- Ordinary operating expenses of local governmental units, such as salaries and expenses of public elected officials, which are not directly related to the disaster and not part of their required duties
- Administrative overhead costs associated with disaster response and recovery, including the time to gather and submit the application documents
- Costs for which payment has been, or will be, received from any other funding source
- Disaster-related costs which should be covered and compensated by insurance
- Applications with eligible damages totaling less than \$500.00
- Mitigation and/or improvement projects
- Assistance provided under written or verbal mutual aid agreements<sup>23</sup>
- Costs associated with snow removal
- Interest incurred on loans for disaster recovery work
- Donations provided by the jurisdiction to volunteers assisting with the disaster response and recovery

## *Work Performed by Fire Departments/Districts*

**Guiding Principle:** WDF funds are **only** available if a disaster event imposed additional costs on a local or tribal governmental unit. If an established contract between a fire department/district and local or tribal unit of government covers disaster activities without imposing additional costs on a local or tribal government then WDF funds will not be available because additional billing beyond the contract was not necessary. In contrast, if the fire department/district operates on a pay-per-call basis, or if the fire department/district provided services not covered under contract, the amount billed to the Applicant for disaster work is reimbursable under WDF as long as it is eligible work. Please contact the WDF Coordinator with questions regarding fire departments/districts as this document does not cover every plausible circumstance.

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<sup>23</sup> WDF funds are **only** available if a disaster event imposed additional costs on a local governmental unit, because mutual aid agreements are based on the neighbor-helping-neighbor concept without billing procedures, mutual aid does not impose additional costs on the affected jurisdiction applying to WDF. Therefore, there is no cost to claim.

### *Work Performed by Electrical Retail Cooperatives*

Electrical retail cooperatives must be able to break out work using the guidelines listed in the FEMA Public Assistance Program and Policy Guide (PAPPG) to separate out the work into the appropriate category of work. Refer to pages 176-178 and 275 in version 4 of the PAPPG for further explanations of the separation of work categories for utility work, <https://www.fema.gov/assistance/public/policy-guidance-fact-sheets>.

- Category A Debris Clearance:
  - The cooperative may need to clear debris out of the right-of-way (ROW) to obtain access to the damaged facility. Only the efforts to clear the ROW could be eligible under Category A. *(Refer to pages 176-178 in the PAPPG for Category A separation.)*
    - If the facility completely removes the debris initially, it would be considered Category A work.
    - If any trees in the vicinity of the facility were damaged during the event and a certified arborist confirms that the tree is an immediate threat to the overhead lines or other portions of the facility, they would be considered Category A work.
    - If the facility only pushes the debris off to the sides of the ROW and removes the debris at a later date, then only the initial time/labor/costs to push the debris off to the sides would be considered Category A work. The work to remove the debris at that later date would be considered maintenance work and the cooperative's responsibility to maintain the ROW, and therefore ineligible for WDF funds.
- Category B Protective Services:
  - Only the emergency protective measures to address immediate threats are eligible. These efforts include buttressing, bracing, shoring, barricading, and flood protection. *(Refer to page 275 in the PAPPG for Category B separation.)* These would be items that will be replaced with permanent fixes.
  - All other work would be considered Category F work and therefore ineligible for WDF funds, which would include the replacement of poles, transformers, etc.

### **Supporting Documentation Requirements**

The Local Applicant Documentation Toolkit must be completed and submitted to the WDF Coordinator with all supporting documentation. Costs are claimed in six categories: Applicant Labor costs, Applicant-Owned Equipment Usage costs, Applicant Purchased Material costs, Contract Work costs, Volunteer Labor costs, and Volunteer Equipment costs. All costs should be submitted in one Toolkit for the Applicant. The following supporting documentation must be submitted with the Toolkit to support costs claimed. This supporting documentation should be submitted as an editable excel file so it can be used during the review of the application. If claimed items cannot be supported with any supporting documentation, then those costs are ineligible, i.e. If a volunteer sign-in sheet was not used during the event, the volunteer time is ineligible.

## Labor Costs

This is for the Applicant's employees, and contract work labor or volunteer labor does not need to be included in this section.

- Labor costs include actual wages paid plus fringe benefits, if applicable.
- Legible timecards/sheets/logs must be submitted that show the dates(s) and hours worked per employee.
- Documentation of pay and fringe rates for each claimed employee. Examples include pay policy that was in effective prior to the start of the event, electronic pay stuff showing the employees Regular Time and Overtime rates, fringe rate calculation, etc.

### *Categories A & B (Emergency Work)*

Only overtime is reimbursable in Categories A and B for full-time and/or part-time employees<sup>24</sup>.

However, regular and overtime pay is eligible for reimbursement for non-budgeted employees (temporary hires) that are tasked to perform Category A and/or B work in response to a disaster<sup>25</sup>. If a part-time worker is called in beyond their regularly scheduled hours, this work may be considered overtime and therefore eligible for reimbursement<sup>26</sup>. However, documentation must be provided establishing how many hours the part-time employee worked per week prior to the event.

The value of compensatory time may be eligible for WDF reimbursement if the Applicant can provide a written policy which details employee eligibility and payment procedures. Standby labor costs are not eligible.

### *Category C (Permanent Work)*

For permanent work on roads and bridges (Category C) work, both regular time and overtime work is eligible for reimbursement for all employees regardless of their status as a part-time, full-time, or temporary hire employee.

No elected official can benefit from his/her position within a local governmental unit under the Wisconsin Code of Ethics. Therefore, WDF cannot reimburse an Applicant for the cost of any elected official's labor. The costs for an elected official's labor include per diem, mileage for meetings, and administrative costs. If disaster assistance or road work is not part of the elected official's required duties, the Applicant must submit documentation to support a claim for that official's labor costs (i.e. contract, agreement, etc.) that was in effect prior to the event period.

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<sup>24</sup> Regular time is not reimbursed as the jurisdiction would have compensated force account employees (budgeted employees) for this time regardless of the disaster event.

<sup>25</sup> In this instance, temporary hires are non-budgeted employees who are brought on at an additional expense to the local governmental unit to help with emergency response efforts such as Debris Clearance.

<sup>26</sup> For example, if it can be established that a part-time employee works 20 hours per week but was called in for 10 overtime hours to perform debris removal, then the additional 10 hours can be claimed as reimbursable overtime pay.

### Equipment Usage Costs

This is for the Applicant owned equipment, and should not include rental, contract equipment or volunteer owned equipment. All equipment usage costs are eligible for reimbursement<sup>27</sup>, regardless of the employee's status while operating the equipment, as long as the equipment was used to perform work within one of the eligible categories. Standby equipment costs are not eligible for reimbursement, even if the equipment is rented but not used.

Equipment use can be validated through either:

- An equipment log or dispatch record that includes a description of the equipment and the hours it was used, or

Equipment usage reimbursement is determined by an hourly rate established in the Wisconsin DOT Highway Maintenance Manual<sup>28</sup>. If the Wisconsin DOT Schedule of Rates does not include the equipment in question, then the FEMA Schedule of Equipment Rates<sup>29</sup> will be used to determine an hourly rate (this is most common for chainsaws). Equipment rates in both the state and federal documents include depreciation, maintenance, fuel, lubricants, and other costs incidental to operations. Therefore, WDF does not reimburse incidental costs such as fuel. If the jurisdiction or county has separate rates established locally that were in affect prior to the start of the incident those can also be used. The local rate documentation should be submitted with the application materials as additional documentation.

If the Applicant uses equipment that does not have an established rate in the WI DOT and FEMA schedules of rates, any submitted rate must include documentation that shows each component of the rate is comparable to current market rates. The suggested rate cannot be based on rental rates as rental rates include profit calculations that go beyond operational and maintenance costs for budgeted equipment. However, an Applicant's costs for renting equipment can be reimbursed if the rented equipment was used to perform eligible work. For example, an Applicant may be reimbursed if a rented chainsaw was used to perform debris removal. For assistance with determining these rates, contact the WDF Coordinator.

Automobile and truck usage can also be reimbursed on a mileage basis. For reimbursement, a vehicle must have been actively performing Category A, B, and/or C work. Miles used on routine patrolling, checking on sites, distribution of water, and welfare checks on workers are not eligible for reimbursement. To be reimbursed, an Applicant must keep accurate records to document mileage used performing eligible work. For example, miles used by a truck to haul away downed trees would be

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<sup>27</sup> Only the time that the piece of equipment is actively in use would be eligible. For example, if an employee has 10 hours recorded on their timesheet for a particular day, they would need to split the time that they were operating a truck and a chainsaw accordingly as one cannot drive a truck and operate a chainsaw at the same time

<sup>28</sup> Ensure the most recent document is accessed as the current rates and archived rates are stored on the WI DOT site. For the most recent document, refer to Chapter 02 (Administration), Section 25 (Cost Invoicing), Subject 50 (Classified Equipment Rates). <https://wisconsin-dot.gov/Pages/doing-bus/local-gov/hwy-mnt/mntc-manual/chapter02.aspx>

<sup>29</sup> Refer to the following webpages for the FEMA Schedule of Equipment Rates, <https://www.fema.gov/schedule-equipment-rates>

eligible for mileage reimbursement under Debris Clearance (Category A). Where vehicles were used in a mostly stationary manner, such as road closure services, hourly reimbursement rates can be used.

Elected officials can claim equipment costs, if they are seeking reimbursement for:

- Town-owned equipment - the costs would go in the Equipment Tab and a timesheet must be included to verify the amount of time the equipment was used for.
- Self-owned equipment and the jurisdiction is being billed for the equipment usage - the costs would go in the Contract Work Tab.
- Self-owned equipment and the jurisdiction is not being billed for the equipment usage - the costs would go in the Volunteer Equipment Tab.

### Material Costs

Materials purchased by the Applicant for disaster response and recovery are eligible for reimbursement if the Applicant provides an invoice showing quantities and cost of the materials, and the Applicant provides proof of payment in the form of cancelled checks.

Eligible materials may include, but are not limited to: culverts, gravel, other aggregate for road repair, as well as sand and bags for water control operations (typically, only materials used for road repair are eligible for reimbursement). If materials are used from a municipal stockpile, a log showing the quantity of materials used and invoices that document cost per unit for those must be provided for an Applicant to receive reimbursement. Additionally, food costs for emergency workers are eligible for reimbursement only if those food costs occur within the first 72 hours of the event and are for reasonable amounts.

Ineligible materials include but are not limited to: items such as gloves, rakes, purchase of new equipment like chainsaws, tables, signs, and cones, materials purchased to repair damages not received from the specific disaster event or in ineligible areas like outside an eligible road right-of-way.

### Contract Work Costs

For an Applicant to receive reimbursement for Contract Work costs, it must provide, for all persons and/or companies hired as contractors, an invoice on company letterhead detailing date(s), hour(s), and location(s) worked. The invoices should also be itemized rather than only provide a summary or total cost only. Very few projects claimed under WDF are large enough to warrant bidding procedures but needed guidance on bidding procedures can be found through local or county highway departments, public works departments, or the regional DNR or Wisconsin DOT office if needed.

### Donated Resources

The value of volunteer labor and equipment is used to offset the 30% local share, it does not add costs to the WDF reimbursement claim. An example of volunteer labor is volunteer fire departments and residents who perform eligible work under Categories A, B, and/or C, but who are not compensated for their time. The value of volunteer labor is calculated based on the federal minimum wage, \$7.25 per hour, as defined in [WEM 7.06\(2\)\(b\)2](#). For volunteer labor to be eligible, the Applicant must have a sign-in sheet that documents the date, each volunteer's first and last name, time worked, work performed,

and the location of work. Only documented volunteer work that falls within Categories A, B or C is eligible. If sign-in sheets cannot be provided, the volunteer work is ineligible.

Additionally, the value of volunteer equipment can be calculated based on rates provided on the Wisconsin DOT and FEMA schedules of rates. Refer to the Equipment Usage costs section for more information about equipment costs. The amount of volunteer equipment usage can be validated through:

- An equipment log, or dispatch record that includes a description of the equipment and the hours that it was used for,
- Timesheets/cards that validate an operator (volunteer) was on the job and operating the equipment for the stated amount of time on a specific date, or
- A volunteer labor sign-in sheet that describes the type of work a volunteer operator performed by location, date, and the total usage time of the equipment.

If there is any donated materials or contract work provided to the jurisdiction, documentation of this must be submitted as an invoice or other written documentation. Please also provide what the donated materials or contract work entailed. For assistance in how to include in the toolkit, please contact the WDF Coordinator.



## Appendices

Appendix A – County Notification Form

*(Also known as the County Notification to WEM of Eligible Applicants for Wisconsin Disaster Fund)*

Appendix B – Local Applicant Request for State Public Assistance

Appendix C – Example of a Notification Memorandum

Appendix D – Example of a Determination Memorandum


Appendix E – Extension Request Form

Appendix F – SURVEY123 How-To Quick Start Guide

(Also known as the County Notification to WEM of Eligible Applicants for Wisconsin Disaster Fund)

[illegible]

## Appendix B – Local Applicant Request for State Public Assistance

 <div style="text-align: center;"> <b>Wisconsin Emergency Management</b>  <b>Department of Military Affairs</b>    <b>Local Applicant Request</b>  <b>for State Public Assistance</b> </div>				<b>Applicant Jurisdiction</b>	
				<b>County Name</b>	
				<b>Date Application Submitted</b>	
<b>Date of Incident</b>					
<b>Primary Contact Name, Title</b>	<b>Mailing Address</b>	<b>Phone Number</b>	<b>E-Mail Address</b>		
<b>Type of Expense</b>	<b>Damage Category</b>			<b>Total Damages</b>	<b>Documentation</b> (Time cards, Invoices, Cancelled Checks, Equipment Journals, etc.)
	<b>A</b>	<b>B</b>	<b>C</b>		
	Debris Clearance	Protective Measures	Roads & Bridges		
Labor				\$ 0.00	
Equipment				\$ 0.00	
Materials				\$ 0.00	
Contract Work				\$ 0.00	
				\$ 0.00	
				\$ 0.00	
<b>Totals</b>	\$ 0.00	\$ 0.00	\$ 0.00	\$ 0.00	

Costs listed above can be actual costs or estimates. They should only include costs in which payment has been or will be received from any other funding source, which would be considered a duplicate benefit.

Applicants are encouraged to visit the WDF webpage to review the WDF Administrative Plan & watch the instructional "How-To" video on submitting an accurate application packet. More information can be found here: [www.dma.wi.gov/DMA/wem/grants/recovery-programs#WDF](http://www.dma.wi.gov/DMA/wem/grants/recovery-programs#WDF).

WDF reimburses 70% of eligible costs while the Applicant is responsible for the remaining 30% of the total cost.

The **Damage Description** for the site damage must be submitted within **60 days** from the end of the event via either Survey123 or FEMA Project Worksheet forms, [www.fema.gov/sites/default/files/2020-06/fema-public-assistance-project-worksheet\\_form009-0-91\\_06-2020.pdf](http://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-project-worksheet_form009-0-91_06-2020.pdf).

WDF Coordinator: 608-242-3259 or [widisasterfund@wisconsin.gov](mailto:widisasterfund@wisconsin.gov)

It is understood that the Local Applicant Documentation Toolkit and all supporting documentation will be submitted to the WDF Coordinator within **90 days of the disaster date**. Contact the WDF Office if an extension is needed.

\_\_\_\_\_  
Typed Name of Chief Elected Official

\_\_\_\_\_  
Signature of Chief Elected Official

Revised: November 2020

## Appendix C – Example of a Notification Memorandum



STATE OF WISCONSIN  
DEPARTMENT OF MILITARY AFFAIRS  
DIVISION OF EMERGENCY MANAGEMENT

**Darrell L. Williams, Ph.D.**  
Administrator

Tony Evers  
Governor

December 11, 2020

MEMORANDUM

**To:** [Jurisdiction] of [Name], via the [County Name] County EM Director  
**From:** Wisconsin Disaster Fund (WDF) Coordinator  
**Re:** WDF Eligibility Notification for the [Jurisdiction] of [Name]

Dear [Jurisdiction] of [Name],

This is a notification that the [Jurisdiction] of [Name] has been indicated as an eligible potential WDF applicant for the disaster event starting on [Disaster Start Date] and ending on [Disaster End Date]. The required materials outlined below must be submitted by or before the required deadline to remain eligible for the WDF program.

County Notification forms list any potential applicants have 60 days from the end of the incident period of the disaster to submit a Local Applicant Request form. The final application documentation is should be submitted within 90-days from the end of the incident period.

If more time is needed to complete the disaster recovery work, the [Jurisdiction] may obtain an extension request form from the WDF Webpage, link listed below. The extension request must be submitted by 90-day deadline. Extensions are only provided when unforeseen or extenuating circumstances (i.e. contractor or materials shortages) that can be documented and explained.

### WDF Application Due Dates

<p><b>[60 DATE DUE]</b></p> <p><i>(60 days from end of incident period)</i></p>	<p>Local Applicant Request form  <a href="https://dma.wi.gov/DMA/divisions/wem/grants/docs/Applicant_Request_State_Public_Assis-2018.pdf">https://dma.wi.gov/DMA/divisions/wem/grants/docs/Applicant_Request_State_Public_Assis-2018.pdf</a></p>
<p><b>[90 DATE DUE]</b></p> <p><i>(90 days from end of incident period)</i></p>	<p>Final Application documentation including:</p> <ul style="list-style-type: none"> <li>• Disaster Declaration (local, county or state)</li> <li>• ToolKit outlining the items seeking reimbursement</li> <li>• Supporting documentation for items listed in ToolKit</li> </ul> <p style="text-align: center;"><b>OR</b></p> <p>WDF Extension Request Form and supporting site description information  <a href="https://dma.wi.gov/DMA/wem/grants/recovery-programs#WDF">https://dma.wi.gov/DMA/wem/grants/recovery-programs#WDF</a></p>

This memorandum serves as a notice in writing for the [Jurisdiction] of [Name] regarding the [Disaster Start Date] disaster event. If an Applicant fails to submit the required documentation by the deadlines listed above, the WDF Coordinator is required, under guidance provided in the WDF Admin Plan, to provide a formal notice in writing to the (potential) Applicant and the County Emergency Management Director explaining that the applicant is ineligible for WDF reimbursement for this disaster event.

If you have any questions or concerns, contact me at (608) 242-3259 or [widisasterfund@wisconsin.gov](mailto:widisasterfund@wisconsin.gov).

Sincerely,

[WEM-WDF Coordinator Name]

Wisconsin Disaster Fund Coordinator

cc: [Director Name], [County Name] County Emergency Management Director  
[Regional Director Name], [Region Name] Regional Director

## Appendix D – Example of a Determination Memorandum



**STATE OF WISCONSIN**  
**DEPARTMENT OF MILITARY AFFAIRS**  
**DIVISION OF EMERGENCY MANAGEMENT**  
Darrell L. Williams, Ph.D. Administrator  
Tony Evers Governor

December 11, 2020

MEMORANDUM

**To:** [Jurisdiction] of [NAME], via the [County Name] County EM Director  
**From:** Wisconsin Disaster Fund (WDF) Coordinator  
**Re:** WDF Eligibility Notification for the [Jurisdiction] of [NAME]

OR

[Jurisdiction] of [Name]  
[Point of Contact], [Jurisdiction] [Point of Contact Title]  
[Address]  
[Town/Village/City], WI [Zip Code]

Dear [Jurisdiction] of [NAME],

There has been a determination made by the Wisconsin Disaster Fund (WDF) Coordinator that the [Jurisdiction] of [NAME], which was listed on [County Name] County's Notification form for the [DISASTER DATE] disaster event, will no longer be eligible for WDF funds for that disaster event.

Potential Applicants, which are listed on County Notification forms, have 60 days from the date of the disaster to submit a Local Applicant Request for State Public Assistance form. If an Applicant has not submitted this document by the 60-day deadline, the WDF Coordinator is required, under guidance provided in the WDF Admin Plan, to provide a formal notice in writing to the (potential) Applicant and the County Emergency Management Director explaining that an ineligible determination is pending should the Applicant fail to submit the Local Request for State Public Assistance.

This process has been followed for the [Jurisdiction] regarding the [DISASTER DATE] disaster event. Officials from the [Jurisdiction] were provided a formal notice in writing, through the [County Name] County Emergency Management Director, on [DATE OF 60 Day Notice Memo]. The Notification Memorandum informed the Applicant of the 60-day deadline and the need to submit the Local Request for State Public Assistance by [60-DAY DUE DATE]. However, the WDF Office has not received the Local Request for State Public Assistance and no additional information from the [Jurisdiction] has been received. Therefore, the [Jurisdiction] of [NAME] will be removed from all WDF tracking documents as a potential Applicant for the [DISASTER DATE] disaster event.

The WDF is administered in accordance with the Disaster Fund Rule, WEM 7. As described in WEM 7.04(3), the local application form along with the supporting documentation for the claim should be submitted within 60 days of the end of the event to be considered eligible for the WDF program.



According to WEM 7.04(5), an application returned to the applicant with a request for more detail information or for correction of deficiencies must be resubmitted within 30 days from receipt by the applicant. The failure of the applicant to provide the requested information in a timely manner without a reasonable explanation may be cause for denial of the application.

The [Jurisdiction] may appeal this determination to the Division of Wisconsin Emergency Management Administrator pursuant to WEM 7.09(1). The appeal must detail in writing the rational for overturning the original determination. The [Jurisdiction] shall have 30 days after receipt of this determination in which to file a written appeal of denial of funds.

If you have any questions or concerns, please contact me at either (608) 242-3259 or [widisasterfund@wisconsin.gov](mailto:widisasterfund@wisconsin.gov).

Sincerely,

[WEM-WDF Coordinator Name]

Wisconsin Disaster Fund Coordinator

cc: [Director Name], [County Name] County Emergency Management Director  
[Regional Director Name], [Region Name] Regional Director  
Robert Stoikes, Recovery Section Supervisor  
Paul L. Cooke, Bureau of Response and Recovery Director

## Appendix E – Extension Request Form



### Wisconsin Emergency Management WDF Time Extension Request

Applicant Name:	
Applicant's County:	
Disaster Event Date:	
Date of Request:	
Projected Project Completion Date:	
Justification for Delay/Extension - Requires information describing extenuating or unusual circumstances, beyond the Applicant's control, that have resulted in the need for a time extension. List the justification and requested extension for each category of work:	
For WEM use only:	
Extension Request: <input type="radio"/> Denied <input type="radio"/> Approved through	
Wisconsin Disaster Fund Coordinator	
(print name & signature)	(date)
Comments/Requirements for approval; Explanation for Denial:	
Any work not completed by the projected completion date above will be ineligible for WDF funding unless an additional time extension is approved by WEM. All requests for time extensions must be submitted within 90 days of the disaster event.	

Revised: December 2018



## Appendix F – SURVEY123 How-To Quick Start Guide



### STATE OF WISCONSIN

DEPARTMENT OF MILITARY AFFAIRS

DIVISION OF EMERGENCY MANAGEMENT

Darrel L. Williams, Ph.D.  
Administrator

Tony Evers  
Governor

#### SURVEY123 How-To Quick Start Guide

Survey123 is a tool to use to collect Damage Assessment information after a disaster event. While the user is at the damage site, they can record the damage elements, attach photos and tag the damage location with the GPS information. Survey123 does not require an internet connection while in the field to submit the data, just a portable device. So it can be used where there is poor WIFI or cellphone reception.

*\*To gain access to ArcGIS online, the user needs to work with their own GIS department. After they have an account, they then need to contact the WEM GIS Coordinator, Scott Weberpal ([scott.weberpal@wisconsin.gov](mailto:scott.weberpal@wisconsin.gov)) so that they can be added to the Damage Assessment group and get access to the Damage Assessment survey.*



#### Before leaving to collect Damage Assessment information:

1. Log into your portable device.
2. Turn on the GPS.
3. Connect to Internet and Download Survey123 App from ESRI via your preferred app store (e.g. iTunes, Google Play, etc.)
4. Sign into Survey123 App using your Organizational ArcGIS Online (AGOL) username and password\*.
  - a. This is the same username (and associated password) you provided WEM for access to the private "Damage Assessment" AGOL Group.
5. Once signed into Survey123 App, select three bars in upper right corner > Download Survey.
6. Download survey titled "Damage Assessment – Real World"
7. If a local GIS agency has made an offline .tpk map, this would be the time to download it. If not, GPS will still collect the location info. [The Survey123 field app is designed to work offline by default. Once surveys are downloaded, captured data (including locations) will be saved in the device so it can be later synchronized.]

#### Collection of Field Data:

(This step is done in the field and does not require an internet connection.)

1. Tap on Survey > tap on "Collect" to start collecting data. Tap on device to answer questions.
2. To finalize selection, tap on the check icon on bottom right corner.
3. Once completed, select "Send Now". If you don't have internet connectivity, the data will be saved in the Outbox.
4. Repeat – select "Collect" to start a new survey at a new house.

2400 Wright St. PO Box 7865  Madison, WI 53707-7865  24 Hour Emergency Hotline 1-800-942-0002

### **Upload Data:**

(This step can be done in the field or back in the office and does require an internet connection.)

1. Connect to the internet, either via WiFi or 4G. This may not happen until back in the office or hotel room.
2. Reopen the Survey123 App with your saved data.
3. Reopen the "Damage Assessment – Real World" Survey.
4. Select the "Outbox" option. (This is where your stored, unsent survey data resides. There should be several items listed.)
5. Select the "Send" icon located on the bottom right corner of the screen.
6. Wait for all survey results to be uploaded.

### **Survey Hints, Tips and Tricks:**

1. To unselect, tap on selection again to remove selection.
2. Select location by tapping on Map. Home-like Icon will bring you to center of Wisconsin, zoom in and out or use GPS location. GPS location Icon looks like circle with cardinal direction lines.
3. To finalize selection, tap on check icon on bottom right corner.
4. If you keep getting similar survey answers, you may set them as favorite answers that pre-populate. To do this, go to the upper right corner and star as favorite.
5. You may also use previously sent data as a template. Go to the Sent Survey Page, select "Copy the sent data to a new survey" > edit the new data > send as new entry
6. To get out of the survey, select the "X" in the upper left corner.
7. To review or edit a previous survey, return to the main Survey Page, select the "Sent" tab and highlight a survey you would like to resend or edit.